

## Chapter

# 4

# SECURITY COOPERATION ORGANIZATIONS OVERSEAS

## INTRODUCTION

As indicated in Chapter 3 of this textbook (“United States Government Organizations”), the security cooperation organization (SCO) is only one of many organizations within the United States Government (USG) and the Department of Defense (DoD) that contribute to the security cooperation (SC) and security assistance (SA) mission. However, the role of the SCO is unique in that it acts as the primary interface with the host nation for most issues related to SC and DoD-implemented SA.

As defined in DoD Directive 5132.03, SC should focus on three basic areas – creating access, building relationships, and creating or improving capabilities/capacities in the partner nation security forces. However, the complexities of negotiating, planning, authorizing, funding, executing, and assessing these mission areas keep most SCOs intensely engaged, both with USG elements and partner nations. It is vital that the SCO has access to host nation counterparts to ensure USG objectives can be met. Central to this access are the SCO’s relationships with the host nation; in some cases, personal relationships are required before professional interactions will be entertained. Developing these crucial relationships takes time and patience—the security cooperation business is not an overnight enterprise. Finally, the SCO’s fundamental task is to effect USG foreign policy—in many cases, to build host nation capabilities and capacities to meet future USG and host nation challenges. This chapter outlines the roles, responsibilities, relationship, and work environment of the SCO.

## DEFINITION AND PURPOSE OF THE SECURITY COOPERATION ORGANIZATION

Joint Publication 1-02 defines the security cooperation organization as “all DoD elements located in a foreign country with assigned responsibilities for carrying out security assistance/cooperation management functions.” This definition establishes the term “security cooperation organization” as the generic title for all entities that meet this definition, including: military assistance advisory groups; certain military liaison offices; offices of defense, military, or security cooperation; SC/SA liaison groups; and, even defense attaché offices (DAOs) designated to perform security assistance/cooperation functions in the absence of a “regular” SCO. The SCO performs its security assistance/cooperation management functions under the Foreign Assistance Act (FAA), the Arms Export Control Act (AECA), and other authorities.

The principal DoD representative and senior official in most countries is the senior defense official/defense attaché (SDO/DATT), per DoD Directive 5205.75. As such, the SDO/DATT serves concurrently as a diplomatically accredited defense attaché in charge of the DAO and the chief of the SCO. The SDO/DATT has many other roles and responsibilities, but this text will reference that person as the SCO’s leader.

Throughout this textbook, the term “SCO” refers specifically to the organization, and not to assigned personnel or an office location. As explained previously, although this term serves as the generic title for all such organizations located in every CCMD throughout the world, specific SCOs may carry other distinct titles assigned in accordance with bilateral agreements between the USG and

the host nation, or in accordance with the directives of the geographic combatant commanders (GCCs) responsible for these organizations as elements of their commands. Attachment 4-8 to this chapter contains a list of most of the current SCO designations.

## **SECURITY COOPERATION ORGANIZATION FUNCTIONS AND RESPONSIBILITIES**

The references for SCO functions and responsibilities originate from four primary sources: USG legislation, DoD policy/guidance, DSCA policy/guidance, and other administrative and logistical policies and directives developed by each executive service responsible for supporting the CCMD or the CCMD itself.

### **Legislative Guidance**

The U.S. Congress has maintained a keen interest in the activities of USG personnel assigned overseas to perform SA functions. As noted in Chapter 2 of this textbook, Section 515(a) of the FAA outlines the seven legislated SCO SA functions, as follows:

- Equipment and services case management (i.e., FMS/BPC field-level case management)
- Training management
- Program monitoring (i.e., end-use monitoring or EUM)
- Evaluation and planning of the host government's military capabilities and requirements
- Administrative support
- Promoting rationalization, standardization, interoperability (RSI), and other defense cooperation measures
- Liaison functions exclusive of advisory and training assistance

As noted in Chapter 1 and Chapter 2, Congress has been amenable to requests from DoS and DoD to modify annual and statutory authorizations and appropriations to meet SC needs. To that end, over 100 "programs" exist that could be used to potentially engage our partners. Each program has legislative restrictions (e.g., start and stop dates, availability/quantities/sources of funds, specificity of partners, etc.) which the SCO must consider before applying SC solutions to country problem sets.

### **Department of Defense Guidance**

In addition to legislative direction, DoD guidance is found in a variety of documents, many of which are listed as references at the end of this chapter. However, the five primary DoD documents used in managing and directing SC are: 1) DoDD 5132.03, *DoD Policy and Responsibilities Relating to Security Cooperation*; 2) DoDD 5205.75, *Department of Defense Operations at U.S. Embassies*; 3) DoDI 5132.13, *Staffing of Security Cooperation Organizations (SCO) and the Selection and Training of Security Cooperation Personnel*; 4) DoDI 5132.14, *Assessment, Monitoring, and Evaluation Policy for the Security Cooperation Enterprise*; and, 5) Deputy Secretary of Defense guidance published on August 29, 2016.

### **Defense Security Cooperation Agency Guidance**

To implement the FAA and DoD guidance, DSCA publishes the electronic DSCA Manual 5105.38-M, *Security Assistance Management Manual (SAMM)*. It provides DoD-wide guidance to the Office of the Secretary of Defense (OSD), the military departments (MILDEPs), the Office of the Chairman of the Joint Chiefs of Staff and the Joint Staff, the geographic combatant commands, the defense agencies, the DoD field activities, the SCOs, and all other entities within DoD engaged in the management or implementation of DoD SA/SC programs over which DSCA has responsibility. The SAMM, Chapter 2, lists

the fundamental responsibilities of SCOs, with more detailed instructions concerning SCO operations in the subsequent 14 chapters.

### **Military Service Guidance**

Tri-service guidance related to internal SCO support is found in AR 1-75/SECNAVINST 4900.49/AFI 16-104, *Administrative and Logistical Support of Overseas Security Assistance Organizations*.

While the title of this regulation is dated, it provides current guidance regarding SCO personnel position development, assignments, budget and fiscal procedures, etc. Other military service guidance related to specific operational areas of the SCO will be addressed in other chapters of this publication.

## **BUILDING KEY RELATIONSHIPS**

The SCO is responsible for the development and maintenance of professional working relationships that advance U.S. strategic objectives. These relationships involve: the partner nation or nations for which the SCO is responsible; representatives of U.S. defense contractors and special DoD agencies; members of the U.S. embassy country teams associated with these partner countries; a variety of DoS elements; the CCMD J-5/J-4 country desk officer and other headquarters and component command staff; members of the DSCA integrated regional team; representatives of the DoD implementing agencies; and senior DoD officials and agencies, such as the Office of the Secretary of Defense, the Joint Staff, etc.

### **SCO Interaction and Relationships**

Many organizations and individuals need access to and cooperation with the SCO to further their own missions and agendas, occasionally giving rise to conflicts in priorities and competing interests. However, each President of the United States provides a letter of instruction to new ambassadors reflecting the priorities of Section 515 of the FAA and unambiguously stating that the ambassador has full authority over all executive branch elements (including the SCO) on his/her staff (refer to the notional example of such a letter at Attachment 4-1 of this chapter). It is important to note that country ambassadors carry protocol rank and general authority equivalent to that of the GCCs; therefore, SDO/DATTs and other SCO chiefs receive primary direction, simultaneously, from both their chiefs of mission and GCCs.

### **Ambassador as Team Chief**

The U.S. ambassador, as the personal representative of the President, is the sole head of the country team or, in other words, the chief of mission. The ambassador uses the team as a tool for assembling information, ideas, and opinions from all USG officials in country and to execute country-related U.S. foreign policy objectives. The entire staff must work as a cohesive unit, with a common sense of purpose and direction. The ambassador, or a replacement chief of mission in his/her absence, must manage and support all U.S. official interests and activities in the host country. The ambassador must consider and balance all proposed courses of action and decide what is best for American interests as a whole.

### **Chief of Mission (COM) Authority**

As the personal representative of both the President and the Secretary of State, the ambassador is the principal officer in the embassy overseeing all USG programs and interactions with and in the host nation. The ambassador derives authority and responsibilities from the Foreign Service Act of 1980 [P.L. 96-465], Section 207, which is summarized below:

- The ambassador (or other COM in the ambassador's absence) has full responsibility for the direction, coordination, and supervision of all USG executive branch employees in

country, except for employees under the command of a U.S. area military commander (i.e., normally the GCC or subordinate military commanders).

- The ambassador must remain fully informed concerning all activities and operations of the USG within country and must ensure that all USG executive branch employees in country, except for employees under the command of a U.S. area military commander, comply fully with all applicable directives of the ambassador. In addition, Section 515(e) of the FAA states that members of the U.S. Armed Forces assigned to a foreign country for the conduct of SA (i.e., SCO personnel) shall serve under the direction and supervision of the ambassador or COM to that country. Because SA programs, by law, are under the supervision and direction of DoS, the SDO/DATT must seek guidance from the ambassador/COM for their implementation.

In addition, the COM is given particular authorities over the size, composition, or mandate of his/her fulltime staff in accordance with National Security Decision Directive 38, published in June 1982 during the Reagan Administration, but still in effect. The President typically refers to all of these legal authorities and responsibilities in the letter of instruction to each ambassador.

As a final note, ambassadors may be political appointees of the President, or career foreign service officers (FSOs). In either case, the ambassador's authority under the law and under supporting Presidential directives remains the same.

### **Deputy Chief of Mission**

The deputy chief of mission (DCM) serves as the chief of staff of the embassy and manages the daily, internal operations of the embassy staff. In matters that cross agency lines within the country team, the DCM normally coordinates and facilitates decisions or recommendations to the ambassador. In the temporary absence of the ambassador, or during an interim period between ambassadors, the DCM automatically assumes the temporary title of "chargé d'affaires ad interim" and leads the U.S. mission until the current ambassador returns or a new ambassador arrives. In some situations, such as while awaiting Senate confirmation for a new ambassador, the DCM may be in charge for many months. While the ambassador normally focuses his/her attention outward towards the host nation, other diplomatic missions in the country, and higher echelons of the State Department and other senior USG officials or entities, the DCM's focus is primarily internal, ensuring that the country team is working smoothly in support of the ambassador's objectives. Unlike the ambassador, who may be a career FSO or political appointee, the DCM is always a career FSO.

### **Country Team**

The country team is the principal organizational instrument used by COMs to integrate interagency staff functions and achieve the cohesive, coordinated execution of U.S. foreign policy. In its broadest sense, the team includes all elements and all USG employees of the American mission in a foreign country. However, this term may also refer more narrowly to a subset of the mission, and more specifically a select council of senior officers or heads of agencies and major sections in the mission, which meets regularly with the COM to provide advice, share information, and receive COM guidance and taskings. The country team has no legal standing and its composition and functions are not specifically delineated in any formal document; instead, the COM determines the type of team that best suits the needs of the moment.

In practice, the make-up of the embassy country team varies widely, depending not only on the Ambassador's management style, but also on the country situation, the number and type of American programs carried out in the country, and the backgrounds of the senior officers of the different agencies attached to the diplomatic mission. In some posts, there may be no defined membership; team composition may vary according to the kind of problem being considered. However, at most posts,

the following positions are included on a more or less permanent basis: the ambassador; the DCM; the chiefs of the political, economic, and management sections of the embassy; the SDO/DATT; the regional security officer; and, the consul general. The country team may also include representatives from other embassy agencies as the ambassador desires.

The country team coordinates with and advises the COM on the full range of issues and events facing the U.S. mission at any given time. Informal consultation among country team members occurs frequently and continually on issues and problems as they arise. Weekly collective meetings of the team, chaired by the Ambassador, are the norm. The country team is also an executive body that, under the Ambassador's leadership, divides the tasks to be done, and supervises their accomplishment. It typically sees that jobs are assigned to those agency representatives that can best execute them, based on resources and expertise. Finally, the country team is the planning body which analyzes the situation in the partner country, formulates plans and strategies for executing U.S. foreign policy (e.g., through an "integrated country strategy" or ICS), and recommends policy to Washington, DC. Close teamwork is critical, especially when time-sensitive issues are at stake. Officials of all agencies must work together at all levels, to speak with one voice and to accomplish the tasks at hand. The formal country team is thus an advisory body, a forum for consultation, and a means of promoting a coordinated effort.

Quite often SCOs will be called to participate in "modified country team" meetings. These are generally held for visiting officials (e.g., congressional delegations visits). This is an opportunity for the SCO to succinctly enumerate some of the recent successes and on-going projects in country, ranging from major foreign military sales in progress to newly-completed humanitarian assistance projects.

### **Other U.S. Embassy Relationships**

SCOs also work directly with embassy section chiefs and their subordinate staffs. SCO personnel normally have contact, from time to time, with most of the embassy's staff; however, the most frequent and significant contacts occur with the following members:

#### ***Political Counselor and Political-Military Officer***

The political counselor leads the political section with primary responsibilities related to analyzing host country/regional political events, formulating U.S. political policy recommendations, and communicating U.S. political policy developments to foreign government officials. This section develops relationships with the country's senior government officials, political parties, international governmental organizations, and other entities, and is often tasked with delivering "demarches," or official communiques from the USG to the host nation which range in content from requests for host nation support on U.S. policy positions or USG actions to admonitions concerning the host country's positions or actions. Within the political section, one FSO will serve as the political-military (POL/MIL) officer; the SCO typically shares and coordinates a number of interests and issues with this officer concerning matters such as: major host country weapons purchases; end-use monitoring of third party transfers, use, and/or protection of U.S.-sourced defense articles and technologies; and, general developments in the security forces of the partner country. In many countries, the POL/MIL officer or another member of the political section will engage the SCO in the joint development of annual reports or requests to DoS and Congress, including the trafficking in persons report, human rights report, requests for Foreign Military Financing Program funds or loans, and submissions for International Military Education and Training Program funds.

#### ***Economic Counselor***

The economic counselor leads the economic section in analyzing host country/regional economic and commercial developments, including changes in country exports and imports, tax policies, customs procedures, etc. The economic section also promotes U.S. economic, commercial, and financial interests and develops relationships with important economic figures and organizations, including foreign banks



and financial markets, U.S. industry, the local business community, host government agencies that monitor, manage, or promote economic development, and union leaders. The reporting and analysis of this section can provide valuable information to the SCO on the host country's economy, current and projected government budgets, and technological and industrial capabilities relevant to supporting arms purchases. In addition, the SCO will share interests with the economic section in promoting the purchase of U.S. defense products and services. In smaller embassies, the political and economics sections may be combined into a single POL/ECON unit, while in other embassies, the economic section may take on the duties of a commercial section or commercial officer (the Department of Commerce representative on a country team) if this section/position does not exist or is vacant.

### ***Consul General***

The consul general is in charge of the consular section which, among many tasks, deals with American citizen services, such as assisting and visiting U.S. citizens that have been arrested, replacing lost passports, furnishing notary public services, shipping deceased U.S. citizens home, and disseminating information to Americans living or working in the country regarding social security benefits, selective service registration information, and U.S. income tax filing requirements. This section also issues U.S. visas to foreign nation citizens, and this is where the SCO works most closely with the consular section in order to obtain U.S. visas for international military students and other defense officials who wish to enter the United States for training or other purposes [Note: In larger countries, DoS maintains stand-alone consulates in cities other than the national capital, which typically also contain consular sections as well as commercial offices].

### ***Management Officer***

The embassy management officer oversees a wide variety of functions dealing with internal administrative, financial, and logistical support issues of the embassy. Management officers supervise: community liaison and personnel in-processing; embassy morale, welfare, and recreation; embassy office and residential facilities management; budgeting, cash disbursement, and financial allocations; information management; warehouse and supply services; human resources; official vehicle use and maintenance; and, medical services. SCO personnel have day-to-day contact with the management office regarding: check cashing privileges; personal property shipments; postal services; medical examinations and referrals; housing placements and maintenance; office repairs and furnishings; host nation vehicle licensing and insurance; software and hardware upgrades; dependent schooling options; and, locally employed staff (LE staff) personnel actions.

### ***Public Diplomacy Officer***

The public diplomacy officer, often referred as the public affairs officer (PAO), works to promote a positive image of the United States with the host nation and publicizes U.S. programs that affect the country. This public relations specialist runs cultural exchange programs, regularly interfaces with the local and international media, conducts public opinion surveys, and usually operates an "American center" which makes U.S. films, books, magazines, and English language training materials available to the local community. The public diplomacy officer can provide the SCO with valuable background data and information on the political and social sensitivities of the host nation government and its citizens, which can facilitate SCO relationships with host nation counterparts. Additionally, through the embassy's website, press releases, and other channels or products, the PDO can highlight SC program successes and help to create a positive image of the U.S. military. Information obtained in PDO surveys can also positively guide the development of DoD humanitarian assistance projects, and certain PDO programs may even provide additional resources for these projects. In addition, the public diplomacy office can assist SCO members in developing talking points for or providing appropriate protocol guidance concerning any speeches or public events which involve the COM.

### ***Regional Security Officer***

The regional security officer (RSO) has overall responsibility for cyber, information, facilities, personnel, and general security for all resources under COM authority. The regional security office, despite its title, normally works with a single country, the host nation where it is located, and runs various programs designed to mitigate both safety and security risks. For example, the RSO provides personal body guards and drivers for the COM and distinguished visitors, inspects and creates alarm systems, barriers, and other physical security measures for the embassy compound and residences, and disseminates threat information and updates. The RSO also publishes the embassy's emergency action plan (EAP). The EAP is a post-specific, comprehensive plan that provides procedures for responding to any foreseeable contingency. The RSO also supervises the Marine Security Guard (MSG) detachment, where assigned. The RSO is the focal point for the SCO in all matters pertaining to force protection, to include DoS country clearances, security arrangements, and embassy access for DoD and other visitors. Additionally, all newly assigned embassy personnel and visiting USG personnel will be required to visit the RSO for mandatory, introductory security orientations.

### ***Director of the U.S. Agency for International Development (USAID) Office***

The USAID office, where assigned, administers DoS humanitarian assistance, development, and disaster relief programs. In fact, USAID, via the Office of Foreign Disaster Assistance (OFDA), has the lead responsibility in the USG for foreign disaster relief operations, and the Director, USAID is the senior point of contact and advisor for these operations within the country team. SCO personnel must coordinate any DoD proposals for humanitarian assistance projects with the local USAID office prior to approval, and, if DoD support for a particular disaster response effort regarding a particular country is approved by the Secretary of Defense, then the SCO will play a supporting role to USAID.

### ***Senior Defense Official/Defense Attaché (SDO/DATT)***

The SDO/DATT represents all of DoD on the country team, including the CCMD, DSCA, and the Defense Intelligence Agency (DIA). In accordance with DoDD 5205.75, the SDO/DATT is the COM's principal advisor on defense issues and the senior diplomatically-accredited DoD military officer assigned to a U.S. diplomatic mission. This directive is amplified by DoD Instruction C-5105.81 *Implementing Instructions for DoD Operations at U.S. Embassies (U)*, issued in 2008. SDO/DATTs normally receive extensive training prior to their assignments from DIA, DSCA, and other USG agencies, and each SDO/DATT, upon completion of training, receives a formal appointment letter from the SECDEF. The SECDEF and the Chairman of the Joint Chiefs of Staff also provide letters of introduction, identifying the new SDO/DATT by name to the country or countries to which he/she is accredited. Generic copies of these letters are shown as Attachments 4-4 through 4-7 of this chapter.

All DoD elements under COM authority are under the coordinating authority of the SDO/DATT, except for the Marine security guard detachment and special naval support units. Coordinating authority is the power to compel different DoD agencies and activities to keep the SDO/DATT informed on their activities and to consult and coordinate with one another in order to ensure the cohesive planning and execution of DoD operations. All DoD units and personnel in a foreign country who are not specifically under the command of a U.S. area military commander automatically come under COM authority while operating in a given country. Moreover, the SDO/DATT may be given special, temporary, emergency authority to act directly on behalf of the GCC during certain crises in a foreign country, especially those requiring evacuation or other force protection measures. SDO/DATTs also exercise full supervisory authority over the DAO and SCO, directing the operations of these organizations, rating and counseling personnel, etc.

Since the SCO works for the SDO/DATT, it is critical that good communication and routine cooperation exist between the DAO and the SCO. The unique role and authority of the SDO/DATT, in

charge of both organizations, should ensure that DoD's interests and objectives are smoothly integrated under the COM and effectively and efficiently coordinated with the host nation.

### **CCMD Relationships**

The relationship between the SCO and the CCMD can generally be categorized as operational and administrative. Operationally, the SCO executes the CCMD's theater campaign plan and assists the CCMD in the development of sub-components of this plan, including the country security cooperation section (CSCS). Administratively, the CCMD is required to perform the following functions to support the SCO, among others:

- Rate/endorse SCO personnel on their evaluation reports. For the SDO/DATT, U.S. ambassadors may provide letter input, and their evaluation reports are completed by DIA and the CCMD
- Control and coordinate the SCO joint manpower program requirements (details in Chapter 17, "Resource Management for the Security Cooperation Organization")
- Coordinate the administration of SCO financial and personnel records
- Administer SCO direct hire programs
- Fund and administer quality of life programs for the SCO
- Serve as the focal point for reviewing and consolidating SCO operational budgets and forwarding these to DSCA

The CCMD and the ambassador should strive to ensure that the SDO/DATT does not receive conflicting guidance, instructions, or priorities. If this occurs, the SDO/DATT must seek clarification or resolution. While the SDO/DATT is in the occasionally difficult position of responding to two masters, he/she is also uniquely able to understand both the GCC and the ambassador, balancing their respective priorities and leveraging their collective resources. In particular, the SDO/DATT must be alert to take advantage of the wide range of support and expertise available from the CCMD, despite the distances separating the two activities. It is imperative for the SDO/DATT to maintain routine and timely communications with the CCMD on behalf of both the COM and the host nation.

### **DoD Headquarters SC Relationships**

#### ***Under Secretary of Defense for Policy [USD(P)]***

The USD(P) serves as the principal staff assistant and advisor to the Secretary of Defense on all SC matters across the Department. In that capacity, USD(P) disseminates DoD-wide strategies, policies, and guidance, and serves as the Department's representative to the Secretary, the interagency, the media, and Congress to ensure the Department's SC priorities are met. The USD(P)'s responsibilities include (but are not limited to): representing DoD in all interagency, congressional, and media queries on SC matters; disseminating the Secretary's strategies, policies, and guidance on all SC programs and activities across the Department; ensuring that the DoD Comptroller's release of funds to implement approved programs occurs once Congress/Secretary approves reviewing regional and functional campaign plans and assessments to ensure continuity with department and U.S. national interests; overseeing and advising DoD components on the development of campaign plans, campaign support plans, and resource allocation priorities; and, providing annual reports and assessments to Congress as required by law.

#### ***Defense Security Cooperation Agency (DSCA)***

The Director, DSCA works directly for the USD(P). DSCA directs, administers, and provides



guidance to the DoD components and DoD representatives to U.S. missions for the execution of DoD SC programs for which DSCA has responsibility. DSCA responsibilities include: ensuring Secretary of Defense and USD(P) policy interests in SC matters are represented; identifying requirements, criteria, and procedures for the selection and training of personnel engaged in SC activities; communicating directly with the heads of the DoD components regarding SC matters over which DSCA has responsibility; leading periodic program management reviews (PMRs) for certain SC activities; and collecting information for the USD(P) on the status of SC programs for reporting purposes.

### **Host Country Relationships**

For the SCO, this is the *raison d'être*. Building, maintaining, and improving relationships require careful planning, coordination, diplomacy, and flexibility, and demands constant contact between the SCO and key elements of host country defense and security establishments. SCO personnel must be diligent about getting out of the office, meeting the chiefs of the military and security forces, trying to understand their perspectives on their capabilities and gaps, informing them about our FMS process, and educating them on potential program solutions. If the USG has made a considerable commitment to a partner nation, shares mutual defense/security interests, and remains on appropriate diplomatic terms, it is likely that the SCO's relationship, accessibility, and credibility with the host nation's military establishment will be good.

A good working relationship involves sharing interests and ideas. The SDO/DATT should recognize that there is a common foundation upon which to build rapport with host nation military counterparts, namely the universal brotherhood of arms. The problems of military doctrine, force structure, training, equipping, and logistical support are common to the armed forces of all nations. Successful SCO personnel will take a sincere personal interest in the host nation's culture, history, customs, and religion, and likewise, will cultivate both personal and professional relationships with local counterparts, which often form the basis of life-long contacts and friendships. Most importantly, however, the SCO must retain its integrity and identity as an official arm of the USG. Its close relationship with host nation counterparts must not cloud the professional judgements or recommendations of its members or compromise official U.S. policy.

## **SCO SECURITY ASSISTANCE DUTIES**

The seven legislated functions in the FAA should drive most of SCO operations. These seven functions are outlined, as previously stated, in Section 515(a) of the Foreign Assistance Act, and are described in the following paragraphs.

### **Equipment and Services Case Management**

The SCO serves as the intermediary between the FMS case manager and the host nation to ensure that each case is both prepared and executed in accordance with USG objectives and host nation desires. The SCO may assist the host nation military with obtaining information on defense articles and services from DoD organizations, public sources, and U.S. vendors. The SCO may assist the host nation in documenting its requirements and articulating its requests in terms that DoD organizations understand. The SCO ensures that the concept of a total package approach (TPA) is used as appropriate. Chapter 5 of this textbook, "Foreign Military Sales Process," presents a detailed discussion on the FMS process and TPA; in addition, there are specific program management and oversight responsibilities of the SCO that are described in Chapter 2 of the SAMM.

One of the primary tools for SCO FMS case management is the Security Cooperation Information Portal (SCIP). This password-protected and common access card enabled website allows both U.S. and host nation personnel to review and input data on FMS cases. The SCO is required to identify and maintain contact with the primary and alternate host nation administrators for SCIP tokens. Information and guidance for the SCO concerning SCIP access by the host nation is found in DSCA

Policy Memorandum 03-11, “Enrollment Process for the Security Cooperation Information Portal,” and DSCA Policy Memorandum 14-11, “Security Cooperation Information Portal (SCIP) Electronic Token Distribution and Replacement Policy” available on the DSCA website. Appendix 1, “Security Cooperation Automation,” of this textbook, provides more information.

Additionally, as described in Chapter 15 of the SAMM, SCO involvement in building partner capacity (BPC) cases requires an even more active role on the part of the SCO. In BPC cases, the SCO works with the CCMD to develop initial case justifications and requests, receives and inventories deliveries, resolves supply discrepancies, etc.

### **Training Management**

The SCO coordinates and facilitates all military training conducted or contracted by DoD for the host nation. The SCO advises and assists the host nation in identifying, forecasting, and programming training requirements of all kinds (e.g., professional military education, tactical training, technical skill training, etc.). The SCO helps ensure that properly qualified and vetted candidates are chosen for training, which includes SCO administered English language testing for the prospective students of most countries as well as ensuring that certain record screening, physicals, and other testing is performed. The SCO is responsible for the management of training purchased under the FMS program, USG-appropriated IMET funding, the DoD-funded Combating Terrorism Fellowship Program (CTFP), and via other sources. This can include training conducted both outside the partner country, in the United States or elsewhere, and training performed by U.S.-sourced teams sent to the country. In addition, the SCO encourages the development of appropriate training elements in FMS defined order case purchases, BPC cases, and other SC programs where training may be an essential element of a TPA.

This function requires detailed administrative and financial management utilizing specialized automation tools, in particular the Security Cooperation Training Management System (SC-TMS). A more extensive discussion of international training management and the roles of the SCO are found in Chapter 10 of the SAMM and in Chapter 14 of this textbook.

### **Program Monitoring**

The SCO must also: assist the recipient country in its integration of U.S.-origin equipment, training, and services into its force structure; monitor the use and protection of U.S.-origin equipment, training, and services; and, advise the host nation on potential third party transfers to include demilitarization and disposal. These duties relate to the function of program monitoring.

SCO involvement in the integration of U.S. transfers into a foreign nation’s force structure can help to ensure that the receiving nation makes informed decisions on achieving full spectrum capability development. A piece of equipment does not necessarily provide a country with a capability or capacity. If the country does not have a budget system to provide funds to acquire spare parts or the logistics system to maintain that piece of equipment, it will soon fall into disrepair. If it does not have a system to provide and replace the trained human resources necessary to operate, transport, and maintain the articles and technologies transferred, or, if it does not have the doctrine, military strategy, or intelligence systems necessary to properly deploy the equipment or technologies, then they may be useless. The SCO must also evaluate the political will of the country to employ the system, especially if it is financed by the USG.

Program monitoring also demands that U.S. articles or technologies that are sold, granted, loaned, or leased to foreign countries are regularly accounted for, safeguarded, and used only for the purposes intended at the time of the transfer. In addition, it is ensuring that when articles or technologies are no longer required by the original recipient and permanently transferred, or temporarily transferred to other entities, or disposed of, that these actions are approved by the USG in advance. All of these responsibilities relate to end-use monitoring and third party transfer, which will be explained further in Chapter 18.

## **Evaluation and Planning of the Host Government's Military Capabilities and Requirements**

The SCO also evaluates partner nation requirements and conducts planning to provide U.S. resources and other engagement necessary for the improvement or expansion of partner capabilities IAW U.S. interests. This assessment and preparation is critical in ensuring that U.S. planning, approval, budgeting, production, and transportation processes can be sequenced and coordinated to deliver proposed investments in these capabilities. The SCO plays a very key role in this by developing or assisting in the development of products such as FMS forecasts, combined education and training program plans (CETPPs), and the CSCS, and, by integrating these assessments and plans with the embassy's development of the ICS and mission resource request (MRR).

More detail on the planning requirements of the SCO can be found in the SAMM, paragraphs C2.1.3 and C2.3, and in Chapter 19 of this textbook.

### **Administrative Support**

Just like any other military organization, SCOs must manage internal administrative and logistical support issues; however, most SCOs are located very far away from major DoD installations and the CCMD headquarters, and therefore, must be more self-reliant in managing or even directly resolving these issues.

For example, SCOs conduct their own physical fitness training and evaluations, perform preventive maintenance and schedule other maintenance for their own vehicle fleets, manage multiple budgets, and in some cases, negotiate leasing agreements and conduct minor supply procurement. Moreover, SCOs assist visiting DoD personnel and units with Chandler services, aircraft refueling, cargo deliveries, local transportation, and other needs.

These responsibilities become especially challenging in smaller SCOs with few personnel assigned. As members of the embassy staff, SCO personnel may also be called upon to perform duties in support of the embassy community. Examples of these duties include serving as a member of a housing board, LE staff awards committee, International Cooperative Administrative Support Services (ICASS) council, or organizing committee for a community event.

In some places, SCO personnel are in the embassy housing pool. In other places, the SCOs find their own housing and receive an overseas housing allowance (OHA). The SCO may rely on the embassy for medical services, may use TRICARE, or may use a combination of the two. All of this depends upon which embassy the SCO is assigned to and the support relationship they have with the embassy. However, it is up to the SCO to make sure everyone working in the SCO understands these issues and where to turn for assistance.

Additional information on SCO administrative and logistical duties are described in the SAMM, C2.1.10. Further details on this function are also addressed in the tri-service regulation, AR 1-75/SECNAVINST 4900.49/AFI 16-104, *Administrative and Logistical Support of Overseas Security Assistance Organizations*. Within this textbook, Chapter 17 further discusses resource management within SCOs.

### **Promoting Rationalization, Standardization, and Interoperability (RSI), and Other Defense Cooperation Measures**

RSI is an integral consideration in evaluation and planning. One of the biggest issues DoD has faced in recent coalition operations is the lack of RSI; in fact, many of our coalition partners do not standardize basic logistical support systems among their own services. However, RSI is not limited to the standardization of equipment, ammunition, fuel types, or interchangeable repair parts and subsystems. Rather, it pertains to the full spectrum of operations and logistics, and concerns aspects of military doctrine, communications, medical evacuation, transportation, mapping, and other areas.

DoD's primary policy guidance on RSI is contained in CJCSI 2700.01F, *Rationalization, Standardization and Interoperability (RSI) Activities*. This instruction encourages DoD component participation in multinational organizations in order to enhance international interoperability with key partners, especially NATO and NATO member countries. It also recognizes that DoD ultimate goal for RSI is not necessarily using the exact same systems or procedures, but achieving as much compatibility between systems and procedures as is practical.

Joint Publication 3-16, *Multinational Operations*, which is referenced in CJCSI 2700.01F, defines rationalization, standardization, and interoperability as:

- **Rationalization:** Any action that increases the effectiveness of multinational forces through more effective use of defense resources; achieved through consolidation, reassignment of national priorities to higher multinational needs, standardization, specialization, mutual support or improved interoperability, and cooperation.
- **Standardization:** Achieving the closest practical cooperation among multinational partners through the efficient use of resources and the reduction of operational, logistic, communications, technical, and procedural obstacles in multinational military operations.
- **Interoperability:** Achieving compatibility between international forces across material and nonmaterial capabilities through the use of similar technologies, doctrine, procedures, communication systems and equipment, and training.

Ultimately, if the host nation is obtaining defense articles, services, and training from the United States, RSI is occurring at some level and this will make it easier for us to integrate our forces for joint and combined operations. An excellent example of rationalization is how some countries within an alliance are focusing their efforts on airlift while others are focusing on fighter capabilities, to create, in turn cost efficiencies by sharing resources, creating economies of scale, and establishing specialization among militaries.

### **Liaison Functions Exclusive of Advisory and Training Assistance**

SCO personnel have the responsibility to perform general DoD representational and liaison activities with the host nation defense and security establishments, attend host nation ceremonies, and observe host nation exercises. They may also be required to assist with embassy protocol functions and perform representational duties for the U.S. ambassador as tasked.

There are, however, caveats or restrictions on liaison and engagement. SCO personnel may provide limited advisory and training assistance to the host nation, but this assistance must be minimal and cannot interfere with other SCO responsibilities. More extensive host nation requirements for these services may be met by U.S.-sourced advisors or teams that are requested and managed by the SCO; however, except in very limited circumstances approved by Congress, SCO personnel may not directly and substantially engage in these activities. This function, and the limitations associated with it, is explained in greater detail in Section 515(a) of the FAA and in the SAMM, C2.1.7.4.2.

## **SCO SECURITY COOPERATION DUTIES**

In addition to the traditional SA functions described, the SCO also typically manages a variety of SC programs, many of which are addressed in Chapter 1 of this textbook. These SC duties may involve any work associated with combined exercises, contact activities, DoD humanitarian assistance programs, and armaments cooperation. Our engagement with different countries requires different combinations of authorities, funding, and programs. Where possible, the SCO should integrate SC activities with traditional SA to advance the U.S. goals and objectives for the host nation. The SAMM, C2.1.7, and the DISCS *Security Cooperation Programs Handbook* list and describe many of the SA and SC “tools” available, categorized by legal authority or purpose.

## **Administrative Support to Non-SA Missions**

The SA-funded members of the SCO may provide standard administrative support for non-SA personnel assigned/attached/TDY to the SCO performing SC and DoD functions until such support detracts from their primary SA missions. The SDO/DATT determines when additional administrative support is required and should coordinate with the respective CCMD to request temporary augmentation or the addition of a non-SA funded billet IAW the NSDD-38 process. For some activities, the SDO/DATT may request that the executive agent for a planned or ongoing activity provide temporary augmentation.

## **Security Cooperation Education and Training (SCET) Teams**

SCO personnel have a mandate from Congress to act in a management, coordination, and liaison capacity for SC programs. They are generally not to provide training or technical assistance. These functions are defense services and should be specifically authorized and priced. Training and technical assistance is normally funded by the host nation, and normally this assistance is provided through the FMS process. When these functions are performed in-country, they are normally done by SCET teams. These teams act as an extension of the SCO; their presence, administrative support, and force protection must be coordinated in advance with the embassy country team.

According to Section 515(b) of the FAA, “advisory and training assistance” conducted by SCO personnel shall be kept to an absolute minimum: “It is the sense of Congress that advising and training assistance in countries to which military personnel (i.e., SCOs) are assigned under this section shall be provided primarily by other personnel.”

SCET teams are detailed for limited periods to perform specific tasks. Likewise, advisory assistance by SCOs must not extend to combat operations. SCOs must refer any such requests to the COM and the CCMD.

There are a variety of SCET teams that may be dispatched to a country for training or other missions. Teams may be deployed on either a permanent or temporary basis. Some teams have an official existence of ten years or longer. A source of funding is required to establish and maintain a team. Typically this source of funding is an FMS case or the country’s current year IMET program. The term “team” is used loosely as it can in fact consist of a single individual. The following is a listing of the common types of SCET teams. The terminology sometimes varies according to the U.S. military service providing the team:

- Extended training service specialist (ETSS)
- Contract field services (CFS)
- Technical assistance field team (TAFT)
- Mobile education team (MET)
- Mobile training team (MTT)
- Technical assistance team (TAT)
- Language training detachment (LTD)
- Weapon system logistics officer (WSLO)
- Quality assurance team (QAT)
- Site survey team (SST)
- Expeditionary requirements generation team (ERGT)



## ***SCO Oversight and Support of Security Cooperation Education and Training (SCET) Teams***

Guidance on SCETs, including requirements related to SCO oversight and support, is found at SAMM, C11.8.11, including Table C11.T17. Operational and administrative control/oversight for these teams is exercised by the SCO chief, who also provides administrative and logistical support to in-country SCETs. Specific duties vary based on the duration of the SCET activity.

### **Support to U.S. Defense Industry**

The SCO, led by the SDO/DATT, is the principal point of contact in U.S. missions for most U.S. defense industry representatives attempting to market defense equipment or services. SCOs support the marketing efforts of U.S. companies while maintaining strict neutrality between U.S. competitors. The SCO facilitates the flow of U.S. systems information, subject to releasability and export licensing considerations, while avoiding advocacy of specific U.S. producers or suppliers, if multiple U.S. commercial entities are involved. SCOs should be well informed about, and responsive to, U.S. defense industry interests in the host country. The SCO should draw on resident embassy experts (e.g., the commercial attaché or political/economic counselor) to inform industry representatives of the country's financial position, relevant International Monetary Fund (IMF) controls or restrictions on credit, and the organization and functions of the Ministry of Defense and other government branches involved in national defense. Further details on support to U.S. defense industry are covered in the SAMM, C2.1.8.

### ***Rules of Engagement with United States Industry***

While SA is principally a foreign policy tool for the USG, it also provides benefits to U.S. industry and the United States in general in the form of jobs, profits, maintenance of critical industries, reduction in trade deficits, tax revenue, etc. Nearly all FMS cases involve the procurement of goods and services, directly or indirectly, from U.S. industry. In support of these benefits, and in support of the standardization and interoperability of foreign defense and security forces with U.S. forces, it is generally to the advantage of the United States that other countries buy American products and services when they identify a military requirement. In this regard, the relationship between SCO personnel and representatives of U.S. industry, although unofficial, is important.

In accordance with the current U.S. conventional arms transfer policy, SCO personnel are expected, as appropriate, to be actively involved in promoting transfers that are of particular importance to the United States. For example, such support could include: attendance at or support of international air and trade exhibitions when permitted by the Secretary of Defense and Congress; providing introductions or arranging meetings between U.S. contractors and host nation defense officials; advising defense contractors on appropriate cultural approaches for marketing products or on realistic estimates of procurement priorities and budgets; or, offering unclassified, non-sensitive, and releasable copies of host country defense white papers, organizational charts, etc.

The SCO must, however, maintain strict neutrality in promoting different U.S. firms competing for the same potential sale and should not endorse one specific American product or vendor over another unless specifically directed by DSCA. Any assistance rendered to one vendor must be offered or made available to other U.S. competitors. On the other hand, in cases where it is clear that there is only one U.S. source for a certain product or service, the SCO may endorse that American product to the host nation. While supporting U.S. industry, the SCO must also be an honest broker, considering both U.S. and host nation defense and policy interests. Should the SCO judge that the marketing and/or sale of a product is not consistent with U.S. interests, or is inappropriate for the host nation's best interests, or could adversely impact U.S. credibility or bilateral relations, the SCO should relay these concerns to the COM, DSCA, and the CCMD. The SAMM, C2.1.8, is the primary source for policy guidance on the interface between SCOs and U.S. industry, and Attachment 4-3 to this chapter offers a checklist for SCO personnel for use in meetings with representatives of U.S. defense vendors.

If possible, the SCO should attend vendor meetings with the host nation in order to help facilitate any follow-up actions or requests for clarity or further information when vendor representatives are not present. Likewise, the SCO must not disclose information about a U.S. vendor that may provide an unfair advantage to an American or foreign competitor. If a SCO representative cannot attend particular meetings or be involved in other communications regarding a sale or potential sale, U.S. industry representatives should debrief the SCO on the results of these communications. In addition, all vendors should disclose license information to SCO personnel when requested, to demonstrate their authorization by the Department of State to sell particular products or services to particular countries.

### ***Role of the Department of Commerce and the Commercial Attaché***

SCO interactions with the Department of Commerce (DoC) will focus on trade promotion and regulation enforcement. The two primary points of contact within DoC for security cooperation issues are the Advocacy Center/Foreign Commercial Service and the Bureau of Industry and Security.

### ***Advocacy Center***

The Advocacy Center (AC), which is a unit of the Global Markets/Commercial Service (GM/CS) of the International Trade Administration of the DoC, provides executive branch support, both military and civilian, to U.S. exporters seeking foreign government contracts; these efforts can often support security cooperation objectives. Generally, the points of contact overseas for the AC and other elements of DoC are often commercial offices located within U.S. embassies. More than 75 U.S. embassies have a commercial office. In regard to proposed marketing to countries or areas where no commercial services office is present, questions regarding trade promotion and USG advocacy can be directed to the AC at <http://export.gov/advocacy>.

Companies seeking to obtain USG advocacy support on foreign public procurement opportunities apply to the AC via an advocacy questionnaire. The AC then vets the company, product, and proposed sale through the U.S. embassy commercial office, economics section, and SCO. If the embassy supports the request, the AC then channels the advocacy request through other agencies within DoC, DoS, and DoD to ensure that commercial offerings align with U.S. foreign policy goals. An advocacy request is approved only after all stakeholders agree to support the company and project. Approvals are formally granted through national interest determinations. Requests for advocacy from companies are approved on a case-by-case basis and for specific procurements. The AC supports both FMS and DCS sales as well as purely commercial product sales (which are not described here).

### ***Bureau of Industry and Security***

The Bureau of Industry and Security (BIS) of DoC is responsible for the enforcement of the Commerce Control List (CCL) and the licensing of included items, often described as “dual-use” items, which may have both regular, legitimate civilian and military purposes. End use monitoring and pre-license checks are managed by BIS and may be encountered at post. These enforcement actions are considered as a form of end-use monitoring, which is described in greater detail in Chapter 18 of this text.

## **MISCELLANEOUS SCO FUNCTIONS**

In addition to the aforementioned duties, SCOs perform a wide variety of collateral functions, both operational and administrative in nature. The more common functions are described below.

### **Anti-Terrorism/Force Protection and Security Responsibilities**

The SDO/DATT has additional responsibilities for anti-terrorism and force protection (AT/FP) as stated in DoDD 5205.75, *Department of Defense Operations at U.S. Embassies*. Most U.S. missions

have established a memorandum of agreement (MOA) on AT/FP responsibilities in conjunction with the CCMD which delineates whether the COM or the CCMD has AT/FP responsibility for DoD personnel and dependents in country. In any case, the SDO/DATT has overall responsibility for the security of all DoD personnel in a given host country and must work closely with the appropriate regional security office (RSO) and the CCMD concerning issues such as force protection measures, foreign clearance guide requirements, and noncombatant evacuation operation (NEO) plans. The SDO/DATT and all individual SCO personnel are also individually responsible for safeguarding U.S. classified information located in foreign countries. Except for classified information authorized for release to a foreign government or international organization pursuant to DoD Directive 5230.11, and under the security control of that government or organization, the retention of U.S. classified material is authorized only if it is necessary to satisfy USG mission requirements. Further details regarding SCO responsibilities with regard to security are addressed in C2.1.9 of the SAMM.

During a crisis, the COM is responsible for making all decisions with regards to the safety and well-being of American citizens in a given country. The COM makes these decisions by relying on the advice of the emergency action committee (EAC). The EAC is chaired by the Deputy Chief of Mission (DCM) and is composed of select members of the embassy country team. The EAC is responsible for devising courses of action to deal with any potential crisis that could occur in country or within the region. Courses of action developed by the EAC are typically post-specific and captured, in detail, in a document known officially as the post's emergency action plan (EAP). DoS *Foreign Affairs Handbook*, Volume 12 (12 FAH-1) is the overarching doctrine that provides the framework for the EAP.

### **Dealing with the Press**

SCO members must also occasionally work with members of the local and international media, as well as providing information and support to the CCMD's public affairs office. When interaction with members of press is required, such as for interviews or press releases, the SCO should consult with the embassy's public diplomacy office, and depending on the issue involved, coordinate with the CCMD's public affairs office. SCO preparation for approved media contacts should involve: 1) knowing the issues and the audience; (2) developing a message; and, (3) practicing message delivery. Whenever possible, a member of the embassy's PDO should accompany SCO representatives to any interviews or public presentations and should review prepared talking points.

### **Managing Official Visitors**

The COM in most countries is delegated certain limited authorities by the host nation ministry of foreign affairs to clear U.S. official visitors into the country. For DoD personnel, this task is generally delegated to the SDO/DATT, who retains overall responsibility for all DoD visitors in the host country, and for clearances of U.S. military ships and aircraft traveling to or passing through the country's territorial areas. For host nation visitors to the United States or U.S. facilities located in third party countries overseas, responsibilities will be determined by the organization sponsoring the trip to the United States, or that organization in conjunction with the host country. More information concerning official visits can be found in Chapter 7.

### **The Foreign Clearance Guide (FCG) and Country Clearances**

The FCG is the authoritative reference for DoD-sponsored travel overseas. It applies to all DoD service members, civilian employees, and sponsored contractors, and the clearance requirements and processes described in the FCG apply to clearing not only personnel, but also U.S. military aircraft and vessels. The authoritative version of the FCG is strictly the online version, which is continually updated. It is located at <https://www.fcg.pentagon.mil/>. All DoD travelers must check the FCG instruction before travel and comply with all requirements for country, regional, and special area clearance prior to travel. Both DoD and DoS use automated, web-based systems to request and approve/disapprove country clearances. The DoD system is called the Aircraft and Personnel Automated Clearance System

(APACS), while the DoS system is called the Electronic Country Clearance (eCC) system. The FCG will indicate if you must submit a country clearance request via this system in addition to or in lieu of an APACS request. Further information on APACS is available at <https://apacs.milcloud.mil/apacs/>, while additional information on eCC is located at <https://ecc.state.gov/security/EccLogin.aspx>.

Normally, the DAO drafts the input/updates to the FCG entry for the host nation and processes country clearance requests, but these duties may also fall upon the SCO.

### **Vessel and Aircraft Visits**

SCOs frequently provide administrative and logistical support for both vessel and aircraft visits. For each type of visit, in addition to clearance approvals, refueling, security, emergency maintenance, and crew services may be required. Ship visits are significantly more complicated than aircraft visits, as more extensive Chandler services, to include providing water, fresh foods, etc., are usually required, and vessel crews are larger and typically spend more time in country. Moreover, ship visits may also involve organized morale and welfare activities, diplomatic representational events, and humanitarian assistance projects or other security cooperation both aboard and ashore. The SCO should expect the DAO's U.S. Navy attaché (ALUSNA) or U.S. Coast Guard attaché (COGATT) to take the lead in ship visits, but the size and complexity of these visits usually warrant assistance from the SCO.

### **Distinguished Visitor (DV) Support**

DV visits are important and a necessary part of the SCO's duties. DVs visit specific countries to further USG policy in relation to the partner nation and region. As with all matters in country, the COM is the approval authority for the visit and will determine which embassy agency will be responsible for the DV visit. Generally, the SDO/DATT will take the lead for all DoD visitors. The SDO/DATT will designate a control officer to be in charge of coordinating the many details required to conduct a successful DV visit. A non-exhaustive list of considerations linked to these visits include: coordinating schedules between the DoD visitor's agency, the embassy, and the host nation; planning meetings, office calls, and social events; preparing for special protocol considerations (e.g., gift exchanges, local customs); exchanging biographic information on key party members/host nation officials; establishing uniform and other clothing requirements; arranging billeting, meals, local transportation, communications, security, interpreters/translators, and work space/facilities; preparing talking points and embassy "scene setters;" creating branch events and programs for separate party members (e.g., DV spouse program); coordinating media/press plans; and, arranging for initial funding and post-event billing. Contingency planning for bad weather, vehicle malfunctions, lost baggage, medical emergencies, etc. can be critical, and SCO members (especially the control officer) should remain flexible.

### **Aircraft Operations**

Several SCOs around the world operate their own C-12 or other aircraft on behalf of DSCA which are used as regional shuttles for DoD – transporting cargo, moving personnel, assisting in search and rescue, and facilitating other missions. SCOs with such aircraft assigned will normally be augmented by maintenance personnel and military pilots who carry out other mission responsibilities when not directly supporting aircraft operations.

## **ADDITIONAL ISSUES AND CONCERNS**

### **Legal Status of SCO Members**

The legal status of SCO personnel, while they are performing their duties in foreign countries, may be affected by the provisions of one or more treaties, international agreements, or laws. In many cases, the immunities afforded by these agreements are specific to the country and to the status of the individual involved. This section discusses the various immunities that may be afforded to SCO personnel abroad.

A primary element of national sovereignty is the exercise of jurisdiction by a government over persons within its territory. The USG strives to obtain legally binding international agreements that provide protections and immunities for DoD personnel overseas to protect them against arbitrary, discriminatory, or politically-motivated legal abuses. DoD personnel not diplomatically accredited or otherwise protected under an existing multinational convention or bilateral agreement are entirely subject to the host nation’s laws and jurisdiction while in that country. Jurisdiction applies not only to criminal issues, but also to routine civil/administrative legal matters such as taxation, civil liabilities, etc. Fortunately, the Vienna Convention on Diplomatic Relations of 1961 provides both criminal and civil protections – to varying degrees – for SCO personnel; however, the level of protection varies according to the employment status, citizenship, and specific diplomatic accreditation of individual members. The most comprehensive protection is offered to SCO members who are considered “diplomatic agents.” Normally, this level of protection is extended only to the SDO/DATT and his/her dependents, as other SCO members are typically not fully-accredited diplomats. This status is often referred to as “full diplomatic immunity” and under Article 31 of the Vienna Convention, personnel with this status are protected at all times, while in the country granting accreditation, against criminal and civil penalties. These personnel may not be searched or detained, and their homes, offices, and vehicles may not be searched or entered IAW Articles 29 and 30 of the Vienna Convention. In addition, a diplomat is not obliged to give evidence as a witness in the courts of the receiving country. However, this immunity may be waived by the sending government (or government that the diplomat represents), or, the sending government may elect to prosecute the diplomat for certain offenses committed in the foreign state that are also unlawful in the sending state, once the diplomat returns or is sent home. In addition, those with full diplomatic status are not granted immunity from civil and administrative jurisdiction related to private business activities not associated with their position or conducted on behalf of the sending state.

The second recognized category of protection is “administrative and technical” (A&T) status. Persons in this category and their families receive full immunity against criminal prosecution but receive only partial protection against the receiving country’s administrative and civil jurisdiction. In particular, civil protections only extend to acts performed in conjunction with official duties and not conduct or actions that occur while off duty. Most SCO personnel and their sponsored dependents fall into this category.

**Figure 4-1**  
**Protections under the Vienna Convention of 1961**

	<b>Jurisdiction</b>			
	<b>Criminal</b>		<b>Civil and Administrative</b>	
	Acts Performed within Duties	Acts Performed outside Duties	Acts Performed within Duties	Acts Performed outside Duties
<b>Diplomatic Agent</b>	Yes	Yes	Yes	Yes
<b>Administrative and Technical Staff</b>	Yes	Yes	Yes	No



Personnel having diplomatic rank will generally possess diplomatic passports. A&T Staff will carry either diplomatic or official passports, but still only have A&T status. The type passport is not the critical issue; proof of status for diplomats is connected to registry on the host nation's official diplomatic list, which is normally maintained by the ministry of foreign affairs (MFA) in the receiving state. More practical verification of status can usually be demonstrated by the possession of either a diplomatic identification card issued by the MFA, sometimes referred to as a "carnet," or a diplomatic visa. These credentials are usually obtained through the U.S. embassy's human resources office.

In addition to the Vienna Convention, the USG has also established more than one hundred multilateral and bilateral agreements addressing the presence and activities of U.S. forces (military and civilian) in a foreign country; these agreements are called status of forces agreements (SOFAs). While there are no formal requirements concerning the form, content, length, or title of a SOFA, a SOFA typically addresses, but is not limited to: criminal and civil jurisdiction; the wearing of uniforms; taxes, fees, and customs; the use of radio frequencies; the importation, use, and export of official and personal weapons; and, motor vehicle registration and requirements for driver licensing. The USG has concluded SOFAs as short as a few pages (e.g., Botswana) and in excess of 200 pages (e.g., Germany). A SOFA may be written for a specific event or provide general, long-term coverage. The DoS negotiates these agreements in cooperation with the DoD.

It is important to remember that a single person can only fall into one of these three categories (diplomatic, A&T, or SOFA status) at any given time, and LE staff will normally fall under host nation laws.

Visiting DoD personnel, regardless of rank or position, who are based outside a given foreign country and travel to it on temporary duty are not considered part of the local U.S. embassy's administrative and technical staff and are not afforded immunity under the Vienna Convention. However, they may be protected under a SOFA or similar agreement. As part of the planning process for the arrival of DoD training teams, DVs, and other deployed personnel, SCOs should verify the jurisdictional status of those personnel and appropriately advise the travelers concerned. The staff judge advocate (SJA) of the appropriate CCMD or the MFA of the country can be consulted in unusual circumstances to make a formal determination on the status of visitors.

### **Ethics and Standards of Conduct**

SCO personnel are expected to maintain the highest standards of ethics in both their professional and personal conduct. In all instances, SCO personnel are required to maintain strict standards of integrity and ethics, and avoid even the appearance of impropriety. USG employment is a matter of public trust and requires that DoD personnel place loyalty to country, ethical principles, and the law above private gain and other interests (Executive Order 12674, April 12, 1989, as amended).

Conflicts of interest related to financial corruption are of particular concern to the USG. As a result, Congress has created numerous laws that establish standards and guidelines as to what constitutes a breach of fiduciary duty by a federal official. Most of these laws have been codified under Title 18 of the United States Code, which governs "Crimes and Criminal Procedure." 18 U.S.C., Chapter 11, § 201(b)(c) defines both bribery and graft and prescribes criminal penalties for each type of offense. Bribery is the corrupt giving or offering of anything of value to a public official with the intent to: influence official acts; perpetrate fraud or create the opportunity for fraud; or, promote official conduct contrary to public duty.

The reciprocal offense that corresponds to bribery is graft - the seeking by a public official of something of value in order to assure that his public acts will conform to those desired by the prospective donor. This is also specifically prohibited under the law, IAW 18 U.S.C., Chapter 11, 201(c).

In addition to establishing penalties for bribery and graft, Congress has legislated 18 U.S.C. 207, which restricts the business activities of former USG employees. Section 207 provides that any former employee of the USG who, after his/her employment has ceased, acts for another in seeking a determination in regard to a claim or contract in connection with duties in which he/she personally and substantially participated while a USG official, shall be vulnerable to a \$50,000 fine and up to five years confinement for willful violation. SCO personnel who anticipate leaving government service to seek employment with a U.S. defense vendor or to officially represent a foreign government must be aware of these constraints and others. DoDD 5500.7-R, *Joint Ethics Regulation* (JER), provides guidance on conflicts of interest, including post-government employment following government service.

Gifts and gratuities are also an important issue for SCO personnel because of their work in a diplomatic environment and their frequent contact with contractors. In certain countries and cultures, including corporate culture – where gifts are used for promotional purposes, gifts are expected to be given and accepted, and the gifts given may have substantial value. However, SCO members remain subject to the provisions of DoD 5500.7-R, *Joint Ethics Regulation* (JER). This regulation prohibits DoD personnel from accepting gratuities from those who have or seek business with DoD (e.g., defense contractors and foreign purchasers), and places additional restrictions on certain categories of DoD employees, such as procurement officials (41 U.S.C. 2101 et seq). However, for clarification, SCO members who regularly make “micro-purchases” (less than \$5,000 per purchase, IAW Section 821 of the FY17 National Defense Authorization Act) are not considered procurement officials. According to DoD 5500.7-R, all DoD employees, regardless of assignment, are prohibited from soliciting or accepting, with limited exceptions, any gift from a “prohibited source,” which is defined to include anyone seeking official action from, doing business with, or having substantial interests affected by an employee’s agency or an individual employee’s official duties. A gift is defined in DoD 5500.7-R as any gratuity, favor, discount, entertainment, hospitality, loan, forbearance, or any other item or service having monetary value. The acceptance of a gift by DoD personnel or their families, no matter how innocently tendered, may prove to be a source of embarrassment to DoD, may affect the objective judgment of the DoD personnel involved, or may simply impair public confidence in the integrity of the government. However, Title 5, Code of Federal Regulations, Section 2635 (5 CFR 2635) provides several exceptions to the general prohibition of accepting gifts. For example, USG employees, subject to more restrictive standards set by their agency, may accept unsolicited gifts having an aggregate value of no more than \$20 per occasion, subject to a \$50 limitation per donor per calendar year. Gifts of cash, stocks, bonds, or certificates of deposit are not covered by this exception and may not be accepted. This limitation applies to gifts from not only contractors, but also state-owned industries and other sources. More generally, SCO personnel may also accept a gift based on a personal relationship if it is clear that acceptance of the gift is restricted to a family relationship or personal friendship and not by the official capacity of the employee, and, may accept the following, which are not considered gifts: modest items of food and refreshments, such as soft drinks, coffee, and donuts, offered other than as part of a meal; greeting cards and items with little intrinsic value, such as plaques, certificates, and trophies; opportunities and benefits available to the general public or to a specific class of government employees (e.g., uniformed military members); or, anything for which fair market value is paid by the employee. Gifts from foreign governments are specifically addressed in DoDD 1005.13, *Gifts and Decorations from Foreign Governments*.

### **Working in a SCO Environment**

The vast majority of SCOs are small offices that are tasked with administering a wide range of complex programs in remote locations while dealing with differences between service, agency, and country cultures. As such, SCO personnel must remain adaptable, creative, flexible, and congenial, and must be able to leverage and network the broader resources of supporting USG agencies, including those of the CCMD, DSCA, the embassy, the implementing agencies, etc., as well as those of the host country, other countries, and international organizations. Effective strategies to employ these resources

can include: developing and maintaining a comprehensive point of contact list for both host nation personnel and relevant DoD, USG, and other organizations and foreign embassies; fully utilizing available automation systems (e.g., SCIP, SAN, OHASIS, and G-TSCMIS); gaining familiarity with appropriate DoS, DoD, and CCMD publications; participating, as much as possible, in local professional associations, community activities, and official social events; and, learning as much as possible about the host country's language, society, politics, economics, history, customs, and defense and security structures.

There is normally a direct correlation between the size of a SCO and the magnitude of a country's SC programs (including DoD-executed SA). Those countries with large programs, especially involving major FMS purchases, and those in which the U.S. has key strategic interests, generally have larger SCOs - although this is not universally true. In developing countries, where SA programs are small, SC programs often take on a more prominent role, requiring much greater SCO involvement in defense planning, case development, equipment deliveries, etc. In developed countries, on the other hand, the host nation may be largely self-sufficient in terms of its defense planning, procurements, and logistical support, but have more complex programs related to international armaments cooperation, so the roles and responsibilities of the SCO may be different. In summary, the size of the SCO, the relationship with the host nation military, and the scope and volume of current programs, both in SA and SC, all combine to produce a unique working environment in each SCO.

## **SUMMARY**

This chapter presented the definition of the security cooperation organization, an explanation of SCO relationships and functions, and an overview of the considerations, challenges, and issues which impact each SCO's environment. The SCO, normally led by an SDO/DATT, represents the key field organization of DoD for coordinating and implementing security cooperation and DoD-executed security assistance programs.

SCO personnel generally assume a level of responsibility and a strategic communications role seldom experienced in other DoD assignments. SCO functions and responsibilities, driven by legislative, policy, strategy, resource, ethical, and other factors, include: equipment, services, and training management; the promotion of rationalization, standardization, and interoperability in host nation defense and security institutions; program monitoring and assessment; humanitarian assistance and foreign disaster relief; exercise support; liaison and diplomacy; visitor management; support for DoD ship, aircraft, and personnel deployments; and, a host of other duties assigned by the CCMD, COM, and others.

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**Attachment 4-1**  
**Sample (Notional) Letter of Instruction From The President To Newly Appointed Ambassadors**



(Selected text placed in bold by DISCS)

**The Honorable (Name)**  
**American Ambassador to [country]**

**Dear Mr./Madam Ambassador:**

Thank you for your willingness to serve our country as my personal representative to [country].

Together we have a great task before us. We must renew America's security and standing in the world through a new era of American leadership. The United States will advance its interests through a core pragmatism rooted in America's enduring values. We must rebuild our traditional alliances and pursue new partnerships based on mutual interests and respect, so that together we can confront key common challenges of the 21st century, including weapons of mass destruction, terrorism, poverty, pandemic disease, dependence on fossil fuels and global climate change. America is strongest when we act alongside other nations and peoples. Our security also is enhanced through principled and sustained engagement with those who think differently. As my personal representative, you will be the front line of our efforts.

Our security and prosperity are inextricably linked with those of other countries and people around the world. To strengthen both our national and global economies, we must expand trade as well as financial and scientific cooperation, and we will advance mutual understanding through educational and cultural diplomacy. We must work in concert with others to prevent, resolve, and mitigate conflict, combat transnational threats, strengthen law enforcement cooperation, and promote democratic values and human rights.

I will need your support for our efforts to provide forward-thinking, sustained diplomacy in every part of the world. We will apply pressure where it may be needed, and look for opportunities to advance U.S. interests. As appropriate, you should reach out to other government agencies, nongovernmental organizations, the private sector, international organizations, and our military to leverage your own initiatives. I also urge you to pursue diplomacy and public outreach with 21st century tools and technology.

As Chief of the U.S. Mission, one of your most important jobs will be to take care of our diplomatic personnel and to ensure that they have the tools they need to support your efforts. The Mission should be seen as a welcoming and supportive place for American citizens and American businesses abroad. I have asked you to represent the United States in [country] because I am confident that you possess the skills, dedication, and experience necessary to meet the many challenges that we face in these extraordinary times.

This letter contains your detailed instructions as my personal representative and the U.S. Chief of Mission. These instructions have been shared with relevant departments and agencies, and I have directed that they give you their full cooperation. I expect you to carry out your mission to the best of your ability and in full conformance with the law and the highest ethical standards. I am counting on your advice and leadership as Chief of Mission to help protect America's interests and to promote America's values.



**Attachment 4-1 (Continued)**  
**Sample (Notional) Letter of Instruction From The President To Newly Appointed Ambassadors**

**As Chief of Mission, you have full responsibility for the direction, coordination, and supervision of all U.S. Executive Branch employees in [country], regardless of their employment categories or location, except those under command of a U.S. area military commander or on the staff of an international organization. With these exceptions, you are in charge of all Executive Branch activities and operations in your Mission.**

You will report to me through the Secretary of State. Under my direction, the Secretary of State is, to the fullest extent provided by the law, responsible for the overall coordination of all United States government activities and operations abroad. The only authorization channel for instruction to you is from the Secretary or me, unless the Secretary or I personally instruct you to use a different channel.

**All Executive Branch agencies under your authority, and every element of your Mission, must keep you fully informed at all times of their current and planned activities. You have the right to see all communications to or from Mission elements, however transmitted, except those specifically exempted by law or Executive decision.**

**You have full responsibility for the direction, coordination, and supervision of all Department of Defense personnel on official duty in [country] except those under the command of a U.S. area military commander. You and the area military commander must keep each other currently and fully informed and cooperate on all matters of mutual interest. Any differences that cannot be resolved in the field will be reported to the Secretary of State and the Secretary of Defense.**

I expect you to take direct and full responsibility for the security of your Mission and all the personnel for whom you are responsible, whether inside or outside the chancery gate. **Unless an interagency agreement provides otherwise, the Secretary of State and you as Chief of Mission must provide for the security of all United States government personnel on official duty abroad other than those under the protection of a U.S. area military commander or on the staff of an international organization and their accompanying dependents. You and the U.S. area military commander should consult and coordinate responses to common threats.**

I ask that you review programs, personnel, and funding levels regularly, and ensure that all agencies attached to your Mission do likewise. Rightsizing the United States government presence abroad is a continuing requirement. To better meet our foreign policy goals, I will be expanding the Foreign Service and strengthening civilian capacity to work alongside the military. At the same time, we need to eliminate unnecessary duplication in our foreign operations. Functions that can be performed effectively and efficiently by personnel based in the United States or at regional offices overseas should not be performed at post. We should make greater use of the expertise of host country citizens, and outsource functions when it is effective and efficient to do so. In your reviews, should you find staffing to be either excessive or inadequate to the performance of priority Mission goals and objectives, I urge you to initiate staffing changes in accordance with established procedures.

Every Executive Branch agency under your authority must obtain your approval before changing the size, composition, or mandate of its staff. If a Department head disagrees with you on staffing matters, that individual may appeal your decision to the Secretary of State. In the event the Secretary is unable to resolve the dispute, the Secretary and the respective Department head will present their differing views to me for decision.

**All United States government personnel other than those under the command of a U.S. area military commander or on the staff of an international organization must obtain country clearance before entering [country] on official business. You may refuse country clearance or may place conditions or restrictions on visiting personnel as you determine necessary.**

I expect you to discharge your responsibilities with professional excellence and in full conformance with the law and the highest standards of ethical conduct. You should ensure that there is equal opportunity at your Mission and no discrimination or harassment of any kind. Remember as you conduct your duties that you are representing not only me, but also the American people and America's values.

Sincerely,

**Attachment 4-2**  
**SCO-U.S. Industry Relations**



Office of the Secretary of Defense  
Washington, DC, 20301-1000

1 Jan 20XX

MEMORANDUM FOR

SECRETARIES OF THE MILITARY DEPARTMENTS  
CHAIRMAN OF THE JOINT CHIEFS OF STAFF  
ASSISTANT SECRETARIES OF DEFENSE  
GENERAL COUNSEL OF THE DEPARTMENT OF DEFENSE  
INSPECTOR GENERAL OF THE DEPARTMENT OF DEFENSE  
DIRECTOR, OPERATIONAL TEST AND EVALUATION  
DIRECTORS OF THE DEFENSE AGENCIES  
DIRECTORS OF THE DEPARTMENT OF DEFENSE FIELD ACTIVITIES

**SUBJECT:** Department of Defense Policy for Relations with U.S. Industry in Sales of Defense Articles and Services to Foreign Governments

The Department of Defense (DoD) is committed to greater cooperation with U.S. industry to facilitate sales of U.S. defense articles and services when in support of U.S. national security and foreign policy objectives. DoD is prepared to assist and cooperate with U.S. Industry regardless of the type of sale, e.g., Direct Commercial Sale, Foreign Military Sale, or a combination of the two.

The purpose of this policy is to improve communication and teamwork between DoD and U.S. Industry in the Security Cooperation process. DoD and U.S. Industry participants must establish specific roles and responsibilities by developing DoD and U.S. Industry arrangements. In cases where only one U.S. contractor is involved, the military departments will be the DoD representatives for weapon systems under their cognizance. The Defense Security Cooperation Agency (DSCA) will be the DoD representative when more than one U.S. contractor is competing until down selection is complete. DoD representatives will not favor one U.S. contractor over another in competition process.

The level of cooperation and assistance will be determined on a case-by-case basis. While the mechanism(s) for a DoD/U.S. Industry cooperative effort of this nature are being developed as part of the Security Cooperation reinvention process, certain actions will be common to all situations. We expect industry to advise the DoD of cooperation and assistance it desires for a particular effort. Receipt of that information will prompt: (a) identifying DoD/U.S. Industry principal players, (b) establishing formal lines of communication, (c) defining roles, and (d) developing a joint approach. Conversely, DoD may request support from industry.

FOR THE SECRETARY OF DEFENSE:

//SIGNED//

**Attachment 4-3**  
**Checklist for Meeting Representatives of U.S. Defense Industry**

**(See SAMM C2.1.8 for detailed guidelines on interface with industry)**

1. Exchange business cards
2. Inquire about the articles and/or services which the vendor is marketing
3. Ask to see the vendor's export license, or inquire about the status of license approval. Ask what provisos (limitations) are associated with the license.
4. Indicate that, in general, the USG has no preference as to whether a sale is made via FMS or DCS channels (SAMM C4.3.4). Inquire as to whether or not the vendor has a preference (some vendors have a preference for DCS on file with DSCA; see SAMM C4.3.6).
5. Ask the vendor about the marketing of similar articles or services to other countries in the region
6. As appropriate, provide an overview of host nation military situation:
  - a. Organization
  - b. Known requirements and priorities
  - c. U.S. and DoD relations with host nation
  - d. Host nation defense industry
7. As appropriate, review the host nation procurement strategy:
  - a. Key decision-makers within MOD and the services
  - b. Defense budget and expected availability of FMF, if any
  - c. MOD procurement system (preferences for FMS vs. DCS)
  - d. Host nation offset policy, if appropriate
  - e. Foreign competition
8. Ask if the vendor has an in-country purchasing agent
9. Ask if the vendor would like marketing assistance from the Department of Commerce through the embassy's commercial attaché or local Foreign Commercial Service (FCS) representative
10. Determine if the vendor wants assistance in appointments with host nation officials and/or other U.S. embassy offices
11. Request a back-brief from the vendor after meetings with host nation

**Attachment 4-4**  
**SDO/DATT Appointment Letter**



SECRETARY OF DEFENSE  
1000 DEFENSE PENTAGON  
WASHINGTON, DC 20301-1000

19 Feb 20XX

Colonel Robert X. Hanseman, USAF  
U.S. Defense Attaché Office Bandaria  
1000 Bandaria Place  
Washington, DC 20521-1111

Dear Colonel Hanseman:

You hereby are appointed SDO/DATT in the Republic of Bandaria. As SDO/DATT, you are the principal Department of Defense official at the American Embassy in Bandaria and my representative to the Ambassador and the government of Bandaria. You will represent the geographic combatant command, the Defense Intelligence Agency (DIA), and the Defense Security Cooperation Agency (DSCA) to the U.S. embassy country team and the host nation. Congratulations on your selection to serve in this key position.

I charge you with the overall direction and management of the Defense Attaché Office and the Office of Security Cooperation (SCO), and the coordination of U.S. defense issues and activities in Bandaria in accordance with DoD Directive 5205.75 and DoD Instruction C-5105.81. I expect you to provide strong and ethical leadership and to set the standard for personal excellence.

You will receive guidance and instructions from DIA on your duties as the Defense Attaché and from the geographic combatant command and DSCA on your duties as Chief, SCO. The Office of the Secretary of Defense will provide additional policy guidance as required. You will communicate regularly with your geographic combatant command, DIA, and DSCA to address the multi-faceted equities of each.

As you prepare for your mission, remember you are representing an important and integral part of the U.S. foreign policy process. I wish you great personal and professional success.

//SIGNED//  
James N. Mattis  
Secretary of Defense

Enclosures:

1. Letter of Introduction to U.S. Ambassador
2. Letter of Introduction to Bandarian Minister of Defense
3. CJCS Letter of Introduction to Bandarian Chief of Defense

**Attachment 4-5**  
**Letter of Introduction to U.S. Ambassador**



SECRETARY OF DEFENSE  
1000 DEFENSE PENTAGON  
WASHINGTON, DC 20301-1000

19 Feb 20XX

Honorable Jane J. Reynolds  
American Embassy Bandaria  
Department of State  
1000 Bandaria Place  
Washington, DC 20521-1111

Dear Madam Ambassador:

This letter introduces Colonel Robert X. Hanseman, United States Air Force, whom I appointed as the Senior Defense Official (SDO)/Defense Attaché (DATT) to your Embassy. As the SDO/DATT, Colonel Hanseman is my representative to you and, subject to your authority as Chief of Mission, the diplomatic representative of the Defense Department to the government of Bandaria. I urge you to take full advantage of Colonel Hanseman's expertise and resources as your principal military advisor.

Colonel Hanseman is an exceptionally experienced and qualified officer, in whom I place my full trust and confidence. He commanded United States Air Force organizations in combat and in peace with success and served with distinction as a member of the Air Staff. I commend Colonel Hanseman to you as an officer who will serve the interests of both the Department of Defense and the Department of State.

I urge you to communicate through him any matters affecting our mutual interests that you feel deserve my attention. Of course, you are welcome to communicate with me directly for those matters you feel are appropriate.

//SIGNED//  
James N. Mattis  
Secretary of Defense



**Attachment 4-6**  
**Letter of Introduction to Bandarian Minister of Defense**



SECRETARY OF DEFENSE  
1000 DEFENSE PENTAGON  
WASHINGTON, DC 20301-1000

19 Feb 20XX

His Excellency Dr. Karl Alfonsas Vanderjager  
Minister of Defence and Justice  
Republic of Bandaria

Dear Doctor Vanderjager,

This letter introduces Colonel Robert X. Hanseman, United States Air Force, as the Senior Defense Official/Defense Attaché at the United States Embassy in Bandaria. Colonel Hanseman serves as my personal representative and as the principal representative of the United States Department of Defense. He serves under the authority of our Ambassador.

Colonel Hanseman is an exceptionally experienced and qualified officer, in whom I place my full trust and confidence. He commanded United States Air Force organizations in combat and in peace with success and served with distinction as a member of the Air Staff. I commend Colonel Hanseman to you as an officer who will serve the interests of both of our countries, and I request that you afford him the status and recognition appropriate to his position.

I urge you to communicate through Colonel Hanseman any matters affecting our mutual interests that you feel deserve my attention. Of course, I also welcome you to communicate with me directly for those matters you feel are appropriate.

//SIGNED//  
James N. Mattis  
Secretary of Defense

**Attachment 4-7**  
**CJCS Letter of Introduction to Bandarian Chief of Defense**



OFFICE OF THE CHAIRMAN OF THE JOINT CHIEFS OF STAFF  
9999 JOINT STAFF PENTAGON  
WASHINGTON, DC 20319-9999

19 Feb 20XX

Lieutenant General Sami Anan  
Chief of Defense Staff  
Minister of Defence and Justice  
Republic of Bandaria

Dear General Anan,

I am pleased to introduce Colonel Robert X. Hanseman, United States Air Force, to you as the Senior Defense Official and Defense Attaché at the United States Embassy in Herat. He serves under authority of the Ambassador as my personal representative and the principal representative of the United States Department of Defense. As an exceptionally experienced and qualified officer, he has my full trust and confidence.

Colonel Hanseman has successfully commanded United States Air Force organizations in combat and peace. I commend him to you as an officer who will serve the interests of both of our countries, and request that you afford him the status and recognition appropriate to his position.

I urge you to communicate through him any matters affecting our mutual interests that you feel deserve my attention. Of course, you are also welcome to contact me directly when you deem it necessary.

//SIGNED//  
Joseph F. Dunford, Jr.  
General, USMC  
Chairman, Joint Chiefs of Staff

**Attachment 4-8**  
**Titles of Security Cooperation Organizations**  
**( Sample List – Not Comprehensive)**

<b>ACRONYM</b>	<b>LOCAL TITLE</b>
JUSMAG	Joint U.S. Military Assistance Group (Philippines)
JUSMAGTHAI	Joint U.S. Military Advisory Group (Thailand)
JUSMAG-K	Joint U.S. Military Affairs Group—Korea
KUSLO	Kenya U.S. Liaison Office
MAP	Military Assistance Program (Jordan)
MDAO	Mutual Defense Assistance Office (Japan)
ODC	Office of Defense Cooperation (Europe; select East Asian, Caribbean, and other countries)
ODR	Office of Defense Representative (Costa Rica)
ODR-P	Office of Defense Representative—Pakistan
OMC	Office of Military Cooperation (Kuwait, Bahrain, Egypt, Kazakhstan, Kyrgyzstan, Oman, Qatar, Turkmenistan, Uzbekistan, Yemen)
OSC	Office of Security Cooperation (all African countries except Kenya)
OSC-I	Office of Security Cooperation—Iraq
SAO-A	Security Assistance Office—Afghanistan; this office is a staff element within the NATO Training Mission—Afghanistan/Combined Security Transition Command—Afghanistan (NTM-A/CSTC-A)
USLO	U.S. Liaison Office (United Arab Emirates)
USMAAG	U.S. Military Assistance Advisory Group (Dominican Republic, Peru)
USMILGP	U.S. Military Group (several South and Central American countries)
USMLO	U.S. Military Liaison Office (several South and Central American countries)
USMTM*	U.S. Military Training Mission (Saudi Arabia) *Within Saudi Arabia, in addition to USMTM, there are other DoD organizations that have an “advise, train, and equip” mission. Because they do not work with the Ministry of Defense and Aviation, and because their charters allow them to conduct training, they are not formally considered SCOs
USODC	U.S. Office of Defense Coordination (Mexico)

